

Agency: Commerce, Community and Economic Development**Grants to Municipalities (AS 37.05.315)****Grant Recipient: Seward****Project Title:**

Seward - Waterfront Pavilion

State Funding Requested: \$ 195,000**House District: 35 - R**

One-Time Need

Brief Project Description:

The \$195,000 will go towards the \$315,000 cost of building a waterfront pavilion engineered to withstand Seward's earthquake, wind and snow conditions. This pavilion will replace those that have been torn down due to safety hazards.

Funding Plan:**Total Cost of Project: \$315,000**

	<u>Funding Secured</u>		<u>Other Pending Requests</u>		<u>Anticipated Future Need</u>	
	<i>Amount</i>	<i>FY</i>	<i>Amount</i>	<i>FY</i>	<i>Amount</i>	<i>FY</i>
Local Funds	\$120,000	FY06				
Total	\$120,000					

Detailed Project Description and Justification:

The Seward City Council voted on the acceptance of a new Seward Waterfront Pavilion. The pavilions will replace the pavilion that was once located along the waterfront. The pavilion design is modeled after the historic Seward Waterfront as it was during the early 1900's. The pavilion is not a typical backyard shelter, but a full fledged engineered structure with a complex foundation system designed by PN&D to withstand Seward's earthquake, wind, and snow load conditions as required by the International Building Code.

There has been a bid to construct the pavilion from a local contractor, Swenson Construction. The initial price of the pavilion was \$486,000. Due to the extensive cost the city modified the design of the pavilion and negotiated with the contractor. The new cost of constructing the pavilion is \$315,000. Erection of this pavilion will greatly improve the infrastructure of Seward as well as help emphasis and preserve some of Seward's history.

Project Timeline:

The pavilion will be completed by July 2009

Entity Responsible for the Ongoing Operation and Maintenance of this Project:

City of Seward

Grant Recipient Contact Information:

Contact Name: Phillip Oates
Phone Number: 907-224-4012
Address: PO Box 167
Seward, AK 99664
Email: poates@cityofseward.net

Has this project been through a public review process at the local level and is it a community priority? ☒ Yes ☐ No

CITY OF SEWARD

P. O. Box 167
410 Adams Street
Seward, Alaska 99664



Building & Engineering Dept.
907.224.4049 907.224.4085 fax
cleaders@cityofseward.net

MEMORANDUM

** Revised
Information
Re: R06-98*

TO: Madam Mayor Schafer and Seward City Council
FROM: Tom Shepard, Project Manager
RE: Pavilion Construction Options
DATE: December 11, 2006

During the September 25, 2006 Council meeting, Council elected to postpone any decision regarding *Resolution 2006-98: Authorizing the City Manager to enter into a contract with Swenson Construction for the construction of one waterfront pavilion in an amount not to exceed \$397,000.*

The main reason for postponing the decision regarding the construction of the pavilion surrounded the high cost of construction.

For overview purposes: As stated in the original agenda statement for Resolution 2006-98, the design for this pavilion was brought about through the public process, gathering public input for the pavilion design. This included a public work shop, advertising the design concept to gather additional public comment, and ultimately getting Council approval regarding the pavilion design through Resolution 2006-69.

This project was then bid out for construction. The City received one bid from a local contractor, Swenson Construction. The initial price was \$486,000. With this cost exceeding Staff's estimates, staff, Kumin and Associates, and Swenson went into negotiations figuring out ways to reduce costs. This included modifying the truss design using more off-the-shelf trusses, selecting a different roofing material, and removing the skylights, to name a few. Swenson's price was reduced to \$377,000. The total price is \$397,000 which includes a \$20,000 contingency.

This price reflects labor rates that are represented as the *Prevailing Rate of Wages* as described by the State of Alaska Department of Labor AS 36.05.010. The term *prevailing* is a union prevailing wage and is not really associated to what typical trades people make around the town of Seward working on non-union or non-government jobs. This wage is established by the Department of Labor and correlates with the wages earned within a formal union organization within the state of Alaska. This is ultimately mandated through the Little Davis Bacon Act, AS 36.05.

The point is, this wage applies to all state and municipal government construction projects. The result of this is that government projects typically cost roughly 30% more than non-government projects. It is unfortunate that we received only one bid and not being able to compare it to another. As for this pavilion project, if we did capture additional bids, they would have also included the *prevailing wage* in their price per state law.

A concept Council brought up was to utilize volunteers to erect the pavilions. This concept works well and has its place for smaller projects that don't involve a large concentration of skilled and trained trade professionals and the use of specialized equipment. Such projects include fabricating picnic tables and other park equipment, landscaping, siding work, building sheds, painting, etc...

Volunteerism doesn't work well when the project is more complicated, involving intricate assembly, large material, and utilizes specialized equipment, to name a few concerns.

This pavilion is not a typical backyard shelter but a full fledged engineered structure with a complex foundation system designed by PN&D to withstand Seward's earthquake, wind, and snow load conditions as required by the International Building Code. The foundation is more complex than normal due to the lack of shear strength inherent in open pole structures. The structure also has large glue-lam beams throughout that are assembled by the use of a crane or boom truck. This pavilion needs to be assembled per the stamped engineered drawings.

Other concerns around volunteerism include:

- City takes on some level of liability; regardless of any waivers put into place; i.e. workers compensation. Unfortunately, our society is becoming a great deal more litigious than it was 10 years ago.
- This concept takes the livelihood away from the local contractor and crews. The local contractor and crews will ultimately spend their earnings within the Seward community.
- Quality control becomes a major concern.
- Will need to be constructed following OSHA regulations. Volunteers typically aren't trained in this area.
- There is very limited control on the qualifications and quality of the volunteers.
- The commitment level isn't always there. There are always other obligations that come up when you're not getting paid. What happens when some of the volunteers don't show up in any given day? Or days? Or permanently?
- Projects take a great deal longer. Typically, but not always, there is relatively no continuity within the crew as a team due to not knowing one another and their skills. Efficiency is compromised.
- Need to hire a construction manager to organize the volunteers, (this is a full time job in itself: procuring material, scheduling, organizing crews, etc...) If existing staff oversaw the project, this would totally take this person away from his/her normal duties.

Council as well as City Administration is looking for ways to accomplish the important task of bringing our waterfront pavilions back. Below are a few options Administration has to offer for Council to contemplate. The options are listed in preferential order:

OPTIONS:

1. The Seward Depot design is a result of much public input in multiple forums. The Seward Depot look has had overwhelmingly positive feedback from the community. We do not want to lose this design. This design is also being used for the new harbor restrooms.

Staff has worked further with Harmon Construction, (formerly Swenson Construction), to try and decrease cost to Seward Depot design. This includes removing the pony walls,

wind screening, and signage with the idea that City Staff, over time, can install these other features as funding is available. The Seward Depot design is salvaged.

The revised cost of the pavilion from Harman Construction, (formerly Swenson Construction), is \$294,852. The City will add \$20k for contingency bringing the total to \$314,337. This is close to an \$83,000 reduction.

2. With only one bid, we can elect to re-bid the job to try and capture additional bidders anticipating that the costs will be more acceptable. We all need to determine what an acceptable budget is.
3. Go into redesign of a new pavilion. This pavilion would be smaller in size to have any real impacts to cost. Eliminate all frills such as wind-screening.
4. Do nothing.

These are our options. The City Administration would greatly appreciate any further direction Council can provide.

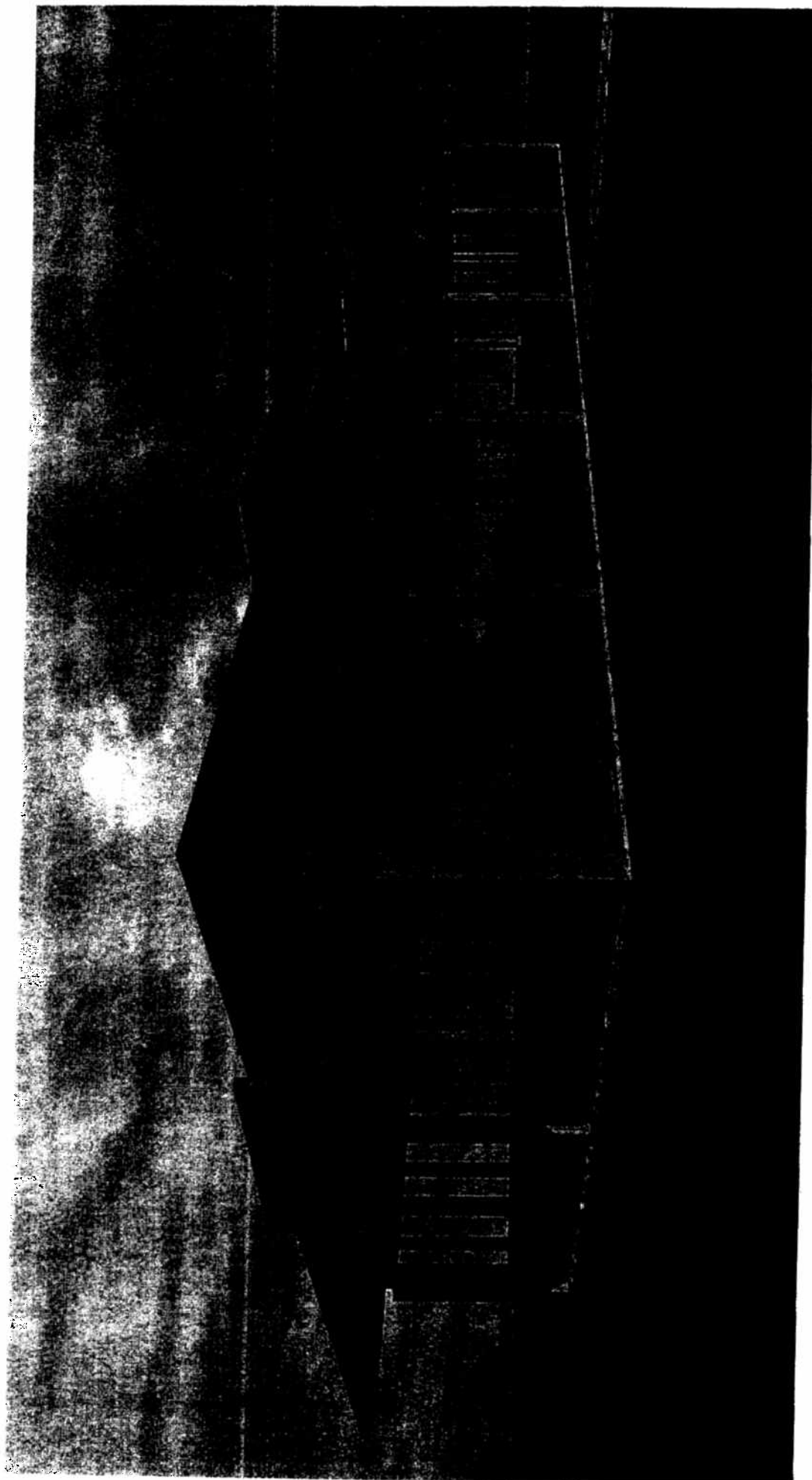
New Seward Waterfront Pavilion(s) Design



On June 26th, 2006, the Seward City Council will vote on the acceptance of the new Seward Waterfront Pavilions(s) design. These pavilions will replace the pavilions that were once located along the waterfront at Adams Street and Ballaine and at D Street and Ballaine.

The pavilion design is modeled after the historic Seward Depot located at Railway Avenue and 4th Avenue. This design will carry the railroad theme along the Seward Waterfront as it was during the early 1900's. In fact the original Seward Depot was located at the base of Adams Street from 1917 to 1928 when it was moved to its current location along Railway Avenue. It seems only fitting to place pavilions modeling this important piece of Seward history along the waterfront including close proximity to the existing Seward Depot's original location.

If you have any comments regarding the new pavilion design please contact the Seward Building and Engineering Department at 224-4049 or email at eleaders@cityofseward.net.



Kent Dawson

From: "Phillip Oates" <poates@cityofseward.net>
To: <kdawson@alaska.com>
Sent: Monday, March 10, 2008 5:50 PM
Attach: 20604_03.jpg; 20604_01.jpg; FINAL 2008 Pavillions Priorities.doc
Subject: FW: Pavilion Description and Drawings

Kent,

Attached is the description for the waterfront pavilion and two photos. I agree that the best category of the project is "infrastructure." However, there was a public safety reason for tearing down the old pavilions.

Please let me know if you need additional information.

Phillip



2008 City of Seward State Legislative Priorities



Project Title: **Waterfront Pavilion**
Priority:
Funding Needed: **\$195,000**
Funding Source: **State and local contributions**

Project Description/ Justification/ Priority:

As part of Seward's strategic plan, the community is focused on revitalizing and beautifying the downtown corridor adjacent to the Alaska SeaLife Center and the waterfront. Seward's two waterfront pavilions were demolished in 2003 after an engineering assessment determined they posed a hazard to the public. Seward's waterfront park showcased these two oceanside pavilions, and they were highly utilized by both local residents and visiting tourists, for class reunions, weddings, 4th of July celebration activities, picnics, and other family- and community-oriented events.

The City intends to construct pavilions modeled after the historic Seward Railroad Depot, to highlight the important role the railroad played in Seward's early history as the Gateway to Alaska. The downtown pavilion will be located near the future multi-agency Forest Service and Park Service facility, and will serve cruise ship passengers and other visitors to Seward's future convention and conference center. These waterfront improvements leave a lasting impression on the hundreds of thousands of visitors to our state, and encourage visitors to recommend the Alaska experience to their friends and family. The estimated cost of one pavilion is \$315,000. The City of Seward is requesting State assistance for \$195,000 for one pavilion with a local match of the remaining \$120,000.

